

LOCAL ASSISTANCE PLAN

August 20, 1997

I. Executive Summary

California jurisdictions have made significant progress toward achieving their diversion requirements, resulting in a 26 percent statewide diversion in 1995 compared to 1990. Many communities were able to not only achieve their 1995 diversion mandate but also significantly exceed it. Others, however, fell below their diversion mandate highlighting the fact that communities throughout the State face very different needs and challenges to reach their 2000 diversion. Not only do the jurisdictions have varying needs, but those needs can vary over time.

While the jurisdictions are requesting and needing additional, more varied assistance, the Board is facing resource constraints and reductions. The demands on available resources are expanding while the Board's ability to provide all the requested services is diminishing.

An ongoing challenge for the Board is to continually assess and identify the jurisdictions' needs and respond accordingly at a time when the Board's resources are declining.

This Local Assistance Plan follows the Board's Strategic Plan goal:

- Ensure each local jurisdiction meets and maintains its integrated waste management planning and diversion requirements at lowest possible costs.

The Plan suggests local assistance be based upon two concepts:

1. assistance which will benefit a large group of jurisdictions through "universal", but targeted, information and programs; and
2. a triage assessment by Board staff that:
 - those jurisdictions needing immediate and extensive assistance will be served first.
 - those jurisdictions with approved plans and meeting diversion requirements will be monitored through the Annual Reports and reported through the Board's Biennial Review process.

Specific jurisdiction assistance would be prioritized in the following order:

1. Jurisdictions without approved planning elements.

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2. Jurisdictions not implementing approved programs and not meeting diversion requirements.
3. Jurisdictions implementing approved programs but not meeting diversion requirements.
4. ~~Only limited assistance would be available to~~ Jurisdictions meeting their diversion requirements based upon staff's annual review of diversion success.

The Board has considered over 90 percent of the waste management planning elements, so less time will be needed for element assistance in the future.

Implementation of the identified assistance will require the Board to continue to develop and share its integrated waste management expertise with all jurisdictions in a timely manner. All jurisdictions will have access to assistance from the Board; those needing the most assistance, though, will receive more than those implementing programs effectively on their own.

II. Introduction

Need for a Local Assistance Plan

The passage of the Integrated Waste Management Act of 1989 (IWMA) challenged Californians to adopt a new approach to waste management involving the creation of less waste and maximizing the use of recyclable materials. The IWMA mandated the state's cities and counties to divert from landfills 25 percent of their 1990 waste streams, as adjusted for population growth and local economies, by 1995 and 50 percent by 2000. California jurisdictions have made significant progress toward achieving these diversion requirements. Major achievements include implementation of new prevention and collection programs, resulting in a 26 percent statewide diversion reduction in 1995, thus reducing landfill disposal by an estimated 12 million tons annually.

Many communities were able to not only achieve their 1995 diversion requirements but also significantly exceed it. Others, however, fell well below their diversion requirement due to a variety of reasons, including: non-implementation of source reduction, recycling, and composting programs; excessively high collection, processing, and transportation costs; poor markets for collected materials; and construction and program implementation delays; and local decisions.

This highlights the fact that communities throughout the State face very different needs and challenges to reach their 2000 diversion requirements. Most have completed their planning requirements and are moving steadily to implement their selected

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programs. Others recognize they must do substantially more over the next three years to reach their diversion requirements by 2000, so they must assess their current success and identify additional programs to implement.

A few communities are still focused on their planning efforts and need guidance to select the programs to implement at lowest possible costs. All are reviewing their program funding, especially in light of passage of Proposition 218 which may limit waste management program funding opportunities, and, to reach 50% diversion, their resource needs to expand current efforts.

Within the next three years, most local governments must double their diversion efforts through waste prevention and collection programs for California to achieve the 50 percent diversion by 2000.

At the time the jurisdictions are requesting and needing additional, more varied assistance, the Board is facing resource constraints and reductions as its funding is tied to tons disposed. The demands on available resources are expanding while the Board's ability to provide all the requested services is diminishing.

Although the 2000 diversion requirement is challenging, it offers significant opportunities. More materials in the waste stream can be collected for use as raw materials by new and existing industries. Achievement of the diversion mandate requires unique partnerships and cooperatives opportunities among State and local governments, private industry, and the public. It also requires an emphasis on the need to balance the dual priorities of maximizing the supply of collected materials (to ensure developed markets for recycled materials have adequate supply) and the need for all jurisdictions to meet their mandated diversion goals.

This Local Assistance Plan, *To 2000 Together*, identifies the local assistance which could be provided to jurisdictions; the needs of the Board regarding program planning, implementation, and enforcement; and the criteria the Board will use over the next 2-3 years to prioritize requests and assist local governments to meet their diversion requirements. The Plan sets direction for Board local assistance and strongly encourages the formation of partnerships, coordinated assistance, and integrated outreach. It also sets direction for Board review of jurisdiction needs, current policies, regulations, and legislation to streamline, clarify, and simplify local government requirements.

The Plan relies heavily on the Board's efforts to develop its Strategic Plan and suggestions received and concepts selected

88

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through the Fifty Percent Initiative Process. The Local Assistance Plan's strategies do not reiterate on-going Board waste prevention and market development assistance programs. Rather, the Plan builds on the successes of these other efforts and considers a variety of policy documents approved by the Board to prioritize the recommended local assistance activities.

This Local Assistance Plan excludes assistance to be provided for landfill permitting, inspection, operation, closure, and post closure as these efforts will be approved later by the Board when it considers the "Other 50 Percent" Plan.

The Plan contains broad categories of local assistance to be available from the Board; the Attachment contains more specific examples.

III. Local Jurisdiction Needs

California jurisdictions encompass a wide range of geographic, demographic, and economic characteristics. Some have full-time staff to plan, implement, and monitor their integrated waste management programs; others have very limited funding and only part-time waste management staff; some are very well positioned to reach their 2000 diversion requirement and need only limited assistance; a few need substantial assistance. Not only do the jurisdictions have varying needs, but those needs vary over time. An ongoing challenge for the Board is to continually assess and identify the jurisdictions' needs and respond accordingly.

Planning Assistance

Current statute requires each jurisdiction to assess its waste management situation and prepare plans to address and solve identified problems. The following are planning assistance needs:

- Assistance in understanding the regulations; petitions for reduced diversion requirements, time extensions, and planning requirements.
- Assistance to form a Regional Agency.
- Assistance using Board-produced models and data bases to identify programs that may work well in a specific jurisdiction.
- Assistance with waste management planning and preparing petitions for reductions and extensions.
- Examples of programs and successful programs from other jurisdictions via "Rural Cookbook", OLA web page, InfoCycling newsletter, etc.

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- Assistance understanding CEQA requirements.
- Relief to shorten and simplify the planning process so resources can be spent implementing selected programs.
- Assistance with five-year revisions of planning elements.
- Assistance to track program success and modify strategies to maximize efficiency and effectiveness.

All of California's jurisdictions are currently scheduled to have completed the preparation of Source Reduction and Recycling Elements and Nondisposal Facility elements by the end of the 1997 calendar year.

Implementation Assistance

Once jurisdictions have selected programs, they often need assistance implementing them. The following are implementation assistance needs:

- Research and comparisons on what other jurisdictions have done to implement, expand, monitor, and enhance their programs.
- Contacts in other jurisdictions regarding program information.
- Assistance using the media to publicize their programs and educate the public.
- Cooperation from the Board to target buy recycled, market development, Project Recycle, and the Public Education Assistance Program to local communities when diversion reduction goals are not being met.
- Assistance implementing household hazardous waste (HHW) programs since they must comply with a variety of regulatory agencies' regulations and procedures for collection, transport, and disposal of HHW.
- Ongoing training and local information sessions to increase understanding of integrated solid waste management in California.

Regulation Assistance

Since the passage of the IWMA, jurisdictions have had difficulty learning the various changes to the solid waste regulations on program planning and reporting. This has created uncertainty among jurisdictions about the most current requirements. While most would agree that streamlining and simplification of requirements are needed, the requirements must be flexible and sensible, allowing each jurisdiction to meet its 2000 diversion requirement at lowest possible costs. Jurisdictions' regulatory assistance needs are:

- Streamlined planning and reporting requirements.

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- Assistance in understanding and implementing regulations changes.

Funding Assistance

The IWMA requires jurisdictions to take an integrated approach to their solid waste management, including waste characterization, source reduction, recycling, composting, education and public information, facility planning, and handling of HHW and special wastes. Implementation of these requirements expanded jurisdictions' solid waste programs and necessitated additional funding. Jurisdictions' funding assistance needs are:

- Identification of opportunities to fund programs and start-up costs.
- Assistance to identify program costs, ensuring funds are most appropriately spent.

IV. State Needs

The Board is charged with bringing the State into compliance with the IWMA. Statute requires the Board, to the extent possible, to assist local agencies in the preparation, modification, and implementation of waste management plans. To meet that mandate, the Board is responsible for the following:

- Ensure planning requirements are met, including submittal, approval, and revisions.
- Ensure Annual Reports are submitted and are complete.
- Ensure regulations are clear, complete, and concise.
- Ensure jurisdictions meet their diversion requirements.
- Enforce the statutory requirements for plan adequacy and implementation.

In order to meet each of the above requirements, the Board needs on-going and specific information from the jurisdictions to assess their program implementation progress. To date, this information has been provided through regular contact with local government representatives and the Annual Reports submitted by the jurisdictions with approved SRREs. As currently envisioned, the Annual Reports and element revisions will provide the information needed by the Board to meet its legislative requirements.

The Board also has the need to balance two mandates: to ensure strong markets for recycled materials, and to assist jurisdictions to meet their mandated diversion goals. Strong markets will exist when an adequate supply of materials is

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available at competitively priced and with quality feedstocks. The Board's approved Market Development Plan directly addresses the issue of markets for collected materials and identifies priority materials (from a state-wide perspective) and specific actions to ensure those markets are established and expanded. The Local Assistance Plan more closely addresses the Board's mandate to assist local jurisdictions and their specific needs. Together, the Market Development Plan and the Local Assistance Plan set the balance for Board priorities to establish strong state-wide materials markets and to assist local jurisdictions to meet their individual waste diversion mandates.

V. Local Assistance Activities

The strategies the Board will pursue to assist local governments were selected with the following Strategic Plan goal in view:

To support local jurisdiction's ability to reach and maintain California's waste diversion mandates.

Criteria for Selecting Local Assistance

The Board used the following criteria to assess the local assistance options and develop the recommended strategies:

- **Benefit to assist jurisdictions reach 2000 diversion mandates**
Strategies were selected which would offer the greatest opportunities to the most jurisdictions and had the greatest potential for diversion requirements.
- **Cost and time savings to jurisdictions**
Strategies were selected that provided significant cost and time savings to jurisdictions, both in their planning and implementation activities.
- **Board resource availability**
Since Board local assistance resources are limited and may decline over the next few years, programs were selected which allowed the Board to obtain the most benefit from the resources available.
- **Jurisdiction non-compliance with requirements**
Programs were selected which allowed the most jurisdictions to meet their planning and implementation requirements. Priority will be higher for those jurisdictions most in need of assistance, and less for those which have met or are expected to meet their mandates. Special consideration is given to statute, regulation, and policy changes which will simplify and clarify local government requirements.

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Selected Local Assistance Programs

In order to better serve all California jurisdictions while also meeting the statutory, regulatory, and policy needs of the State, the Board has adopted the following three year plan. It is based on the identified state and local needs and is focused on the Board's Strategic Plan goal that each jurisdiction will meet and maintain its 2000 diversion mandate. The Local Assistance Plan's selected assistance activities also recognize the Board's Vision:

"...that the California Integrated Waste Management Board will be the recognized national and international leader in the integrated management of waste and recovered materials to best serve the public, the economy, and the environment of California."

Implementation of the identified assistance will require the Board to continue to develop and share its integrated waste management expertise with all jurisdictions in as timely a manner as possible. All jurisdictions will have access to assistance from the Board; those needing the most assistance, though, will receive more than those implementing programs effectively on their own. The Plan is intended to help establish resource allocations for the Board over the next two to three years.

Local assistance to be provided will be based upon two concepts:

1. assistance which will benefit a large group of jurisdictions through "universal" , but targeted, information and programs; and
2. a triage assessment by Board staff:
 - requirements ~~disposal reduction~~ will be monitored through the those jurisdictions needing immediate and extensive assistance will be served first.
 - those jurisdictions with approved plans and meeting diversion Annual Reports and reported through the Biennial Review process. Their specific requests for guidance and assistance will still be met in a timely a manner as possible.

Jurisdictions not meeting planning, implementation, or reporting requirements will be reviewed by the Board for possible enforcement action.

A. "Universal" Local Assistance

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During its consideration of the Fifty Percent Initiatives, the Board selected the following concepts for implementation:

- Provide models for effective diversion and program comparison.
- Continue to focus on diversion programs implemented, not just achievement of numerical goals.
- Promote regional cooperation and regional agencies to increase measurement accuracy and reduce city and county costs.
- Develop solutions to problems with measuring goal achievement.
- Coordinate Board technical assistance to specific city/county. Continue shift from planning to diversion program implementation assistance.
- Provide cities/counties implementation tools such as case studies and models.
- Facilitate partnerships between Board, cities, counties, and private entities to take advantage of economies of scale in achieving 50% diversion requirements.

These programs are the cornerstones of the Board's Local Assistance Plan and staff will continue to focus on these efforts. In addition, the Board's programs will:

- Assess opportunities to simplify and streamline program planning, implementation, and reporting requirements.
- Consider simplifying the processes to request petitions for time extensions, reduced diversion requirements, and planning requirements.
- Consider reduced plan preparation requirements for rural jurisdictions.
- Update the Board's *Rural Cookbook* to include additional successful program descriptions for use by both urban and rural jurisdictions.
- Form solid waste assistance teams (comprised of Board staff with diversion, waste prevention, market development, composting, HHW, used oil, permitting, and public education expertise) to provide integrated, comprehensive information and assistance.
- Continue to publish *Infocycling* and other newsletters, and update the Board's Web Site targeting local government representatives.
- Maintain and expand the Office of Local Assistance library with examples of agreements, contracts, HHW, used oil, education programs, and other jurisdiction documents.
- Distribute media kits, brochures, and other public information/ education materials.

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- Conduct training and workshops on the use of Board-produced models, evaluation techniques, and diversion program selection.
- Prepare a compilation of program funding options, both short term (grants) and long term (on-going revenue).

B. Jurisdiction-Specific Local Assistance

Specific jurisdiction assistance will be prioritized in the following order:

1. Jurisdictions without approved planning elements.
2. Jurisdictions not implementing approved programs and not meeting diversion requirements.
3. Jurisdictions implementing approved programs but not meeting diversion requirements.

Timely assistance will be available to jurisdictions meeting their diversion requirements based upon staff's annual review of diversion success, although it will be at a lower priority.

The assistance will be specifically targeted to the immediate needs of the jurisdiction and will be assessed and implemented with the cooperation and assistance from the jurisdiction. Assistance will continue until diversion requirements are being met.

The assistance will also target programs and activities that will: help the jurisdiction to provide an adequate supply of available recyclable materials at competitive prices in order to develop a strong markets for recycled materials; while assisting jurisdictions to meet their mandated diversion goals.

Examples of assistance which is available are listed in the Attachment.

VI. Local Assistance Plan Review and Revision

This Local Assistance Plan provides specific guidance to the Executive Director regarding the Board's priority local assistance programs during the next three to four years. However, the dynamic nature of collection and recycling programs, the ongoing needs of local government, and the impacts of program implementation may alter the priorities selected in this Plan. The Board acknowledges the need for this Local Assistance Plan to be reviewed and revised on a regular basis. As such, this Local Assistance Plan will be reviewed annually to consider local governments' changing needs and Board resources. The plan will be revised as necessary.

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Board staff will regularly update the Local Assistance and Planning Committee concerning implementation of the actions contained in this Plan and the Board's progress toward meeting the 50 percent mandate. In addition, Board staff will update the Committee regarding other actions staff has taken to assist local governments to meet their planning and mandates.

EXAMPLES OF LOCAL ASSISTANCE

I. "UNIVERSAL" LOCAL ASSISTANCE

A. Regulation, Statute, Policy Simplification

The Board is constantly reminded by local jurisdictions that there is a pressing need for the review of policies, regulations and legislation to streamline, clarify, simplify and eliminate local government requirements. Board staff will:

- Develop streamlined planning and reporting requirements (planning documents, revisions and Annual Reports).
- Clarify statute and regulations to allow them to be more understandable and "user friendly."
- Develop automatic extension and reduction petitions.
- Provide assistance in understanding and implementing regulation packages.
- Develop a brief handout describing the alternated methods for quickly and adequately complying with current CEQA requirements.

B. Models, Case Studies, and Examples

The Board will continue to disseminate information on successful programs, provide models, and furnish other time and money saving technical assistance which will facilitate the implementation of cost-effective diversion programs and businesses. Board staff will:

- Consider industry/government forums/conferences to present and discuss successful waste prevention, collection, public education, diversion, and market/economic development programs.
- Expand and continually update the *Rural Cookbook* to include descriptions of successful waste management programs by both rural and urban jurisdictions.
- Continue to develop and distribute case studies, models, and Model Agreements.
- Develop information on ordinances and fee mechanisms for jurisdictions to use to establish program funding.
- Continue to expand the Office of Local Assistance Reference Library and make the materials available to jurisdictions.
- Develop and disseminate model waste management contracts, ordinances, and "How-to" guides to customize models.

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- Disseminate to the public, businesses, governmental agencies, and school districts, information and curriculum material, business waste reduction information, and other pertinent material.
- Distribute the Board's "Business Kit".
- Distribute the CIWMB "Disaster Plan" which will serve as a guide for jurisdictions to assist in the development of their own disaster generated debris management programs.

C. Other

The Board will integrate the resources of all organizational units within the Board to provide comprehensive assistance to jurisdictions. Board staff will:

- Assist jurisdictions to participate in the Household Hazardous Waste Information Exchange, and Waste Reduction Award Program.
- Assist jurisdictions by establishing a Source Reduction and Recycling Information Exchange where jurisdictions will present successful programs for the education of others.
- Assist school districts' and jurisdictions' participation in the Board's Teacher Training and Schools Programs.
- Assist jurisdictions with market development efforts and share successful programs from existing RMDZs with other jurisdictions.
- Assist in the development of local and regional markets for recovered materials.
- Assist in uniform waste characterization and analysis, in application of the adjustment methodology, and in reporting.
- Assist local jurisdictions to use the Board's Automated Diversion Planning Tool, Waste Characterization Database, Collection Cost Model, Disposal Characterization Database, and the Facility Cost Model.
- Provide information to the local governing body and electorate to support the need for integrated waste management activities and funding.

II. JURISDICTION-SPECIFIC LOCAL ASSISTANCE

A. Planning: Preparation, Submittal, Approval

The Board will continue to assist jurisdictions to complete their planning requirements. The goal of this assistance is to ensure that all jurisdictions have plans that guide them in cost-effectively achieving their diversion mandates. The Board has considered over 90 percent of the waste management planning elements. This function will continue to take less and less staff time as the bulk of the planning elements are now complete, and

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the requests for this type of assistance are continuing to decline. This would entail that Board staff participate in the following activities:

- Assist in preparing remaining final SRREs, HHWEs, NDFEs, CSEs and Summary Plans, Annual Reports, and Petitions.
- Assist jurisdictions to incorporate the Board's Uniform Waste Characterization Methodology into local planning.
- Assist in assessing waste stream composition and materials most valuable to divert/collect.
- Assist in determining benefits from becoming Regional Agencies to reduce planning, diversion, and costs.
- Assist in comparing and developing diversion program scenarios.

B. Program Implementation: Without Full Implementation

For those jurisdictions that have completed the planning process, but have not fully implemented programs and are not meeting the diversion mandates, Board staff will participate in the following activities:

- Assist local jurisdictions in their effort to implement programs.
- Continue to facilitate the exchange of information between all parties involved in the implementation of waste prevention and diversion. The goal of this exchange would be a local awareness of appropriate, potentially successful and cost-effective diversion programs and businesses.
- Continue to distribute relevant case studies, models, and Model Agreements and appropriate materials from the Office of Local Assistance Reference Library to jurisdictions.
- Assist rural jurisdictions to prepare a five-year solid waste planning document in accordance with AB 626 (1996).
- Assist in the training of members of local solid waste task forces, citizens advisory groups, boards of supervisors, city councils, business owners, and local staff about the requirements of the IWMA, the possibilities for waste diversion, and potential business opportunities and other subjects that would expedite the implementation process.
- Develop and coordinate "Solid Waste Assistance Teams" comprised of staff with a variety of expertise from throughout the Board.
- Attend and contribute to local integrated waste management meetings.
- Provide assistance to permit composting facilities.
- Promote diversion workshops and educational forums of interest to local jurisdictions.
- Provide direct diversion program implementation assistance.

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- Promote regional cooperatives, associations and working groups to facilitate information exchange and market development.
- Assist in the development of "MiniMax" Materials Exchanges.
- Assist jurisdictions and the public to better understand the various technologies for composting and recycling.
- Provide frequent and consistent communication with local agencies, the public and industry about appropriate and cost-effective recycling business opportunities, materials suppliers, and markets.
- Assist jurisdictions to use the media to publicize their programs and educate the public to use the new programs.
- Assist jurisdictions to better understanding of collection, transport, and disposal of HHW.
- Act as liaison and exchange information with associations such as the League of California Cities, County Supervisors Association of California, Regional Council of Rural Counties, Rural Community Assistance Corporation, the Governor's Office of Rural Affairs, and state sponsored business and economic development programs which represent and assist jurisdictions.
- Promote cooperative marketing. If feasible, assist jurisdictions in establishing a cooperative marketing system or organization.
- Facilitate involvement by State and Federal facilities and the private sector in waste reduction activities.

C. Program Implementation: With Full Implementation

For those jurisdictions that have completed the planning process, have fully implemented their selected implementation programs, but are not meeting their diversion requirements, Board staff will:

- Assist jurisdictions to target their major waste types.
- Assist jurisdictions to target their major waste generators.
- Assist jurisdictions in the evaluation and modification of their selected diversion programs to increase effectiveness and lower costs.
- Assist jurisdictions and private citizens to start up businesses to utilize the collected recyclables.
- Assist jurisdictions to more fully promote waste diversion programs and encourage public participation.
- Assist jurisdictions to develop diversion programs designed to include the commercial and business sectors.